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### PSC 501.01: Public Administration

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# PSc 501 Public Administration Syllabus

## Master of Public Administration Program

Fall 2008 / Mondays in LA 337 at 4:10 p.m.

Professor: Jeffrey Greene / Telephone: 243-6181

E-mail: [jeffrey.greene@umontana.edu](mailto:jeffrey.greene@umontana.edu)

Office: LA 356 / Office Hours: M, 3:30 - 4 p.m. and T,Th, 2 - 2:30 p.m.  
(Usually in office from 11 a.m. - 5 p.m. Monday through Friday, except when in class)

PSc 501 is open to graduate students from any graduate program at UM  
and to undergraduates that are seniors with a 3.0 GPA.

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### COURSE DESCRIPTION & OBJECTIVES

This course is designed to allow students to develop an understanding of public administration as a field of academic study and an area of professional practice. This course is considered to be the "foundations class" for the MPA program. Specifically, it focuses on the evolution of public administration as an academic discipline and a profession in the real world, the context in which public administration takes place, the meaning of public service in a democratic society, and the importance of personal and professional ethics. The course will be conducted as a seminar. Students must be prepared to discuss reading assignments and participate in analysis of case studies.

The specific **competencies** developed in PSc 501 are:

- 1) Knowledge of public administration as a field of study
- 2) Knowledge of the political and organization context of public administration
- 3) Knowledge of public administration as a profession
- 4) Written and oral communication
- 5) Awareness of public service values: personal ethics, professional ethics, citizen responsiveness, social responsibility

**Assessment of these competencies** will be based on evaluating contributions to class discussions, five article summaries, and two papers (described below).

**REQUIRED TEXTS:** *There are 4 required books*

***Public Administration: Concepts and Cases. 8/e*** by Richard Stillman

The 9/e of the Stillman text is supposed to be released soon. If it is released before the class begins students can use either edition; the syllabus will be adjusted to accommodate both texts. This syllabus uses the 8/e.

***Public Administration in the New Century*** by Jeffrey Greene

***Bureaucracy*** by James Q. Wilson

***Classics of Public Administration*** (4/e, 5/e, or 6/e may be used; the syllabus uses the 5/e) edited by Shafritz & Hyde. There are minimal differences between the editions and copies of the 4/e and 5/e will be placed on reserve in the Mansfield Library. *It is likely that the UC Bookstore will have the 6/e.*

### COURSE REQUIREMENTS and STRUCTURE

The requirements for the class includes reading James Q. Wilson's *Bureaucracy*, writing five *article summaries from Classics of Public Administration*, and writing two five-page papers (described below). The structure of the course is simple. Each week the class will focus on one major concept of public administration that will be illustrated in the readings

and any assigned articles. The case study approach will be used to highlight the concepts. **STUDENTS ARE RESPONSIBLE FOR ALL ASSIGNED READINGS.** After completing the course, students should understand the major concepts of public administration included in this course.

### Grade Weights

Paper 1 .....	30%	Ethics Paper
Paper 2 .....	30%	Three Concepts Paper
Article Summaries .....	20%	Summaries from Shafritz and Hyde reader, <i>Classics of Public Administration</i>
Participation .....	20%	Based on participation in class and on the article summaries

### New Grading System at UM

Please note that the **University of Montana** now uses a ***Plus/Minus grading system***. That is, you can receive an A, A-, B+, B, B- and so on. There is not an A+ in the grading system.

To accommodate the ***Plus/Minus system*** a new grading scale will be used. In **PSc 501** grades will be assigned based on the following grading scale. This scale and system is more complex than the system used in the past but rewards **As** only to those students whose performance in the class is "exceptional."

Grade	Point Scale	Point Range	GPA
A	93-100	8 points	4.00
A-	90-92	3 points	3.67
B+	87-89	3 points	3.33
B	83-86	4 points	3.00
B-	80-82	3 points	2.67
C+	77-79	3 points	2.33
C	73-76	4 points	2.00
C-	70-72	3 points	1.67
D+	67-69	3 points	1.33
D	63-66	4 points	1.00
D-	60-62	3 points	.067
F	59 or lower	N/A	0.00

### Papers

Write a five-page paper on the following assignments. The papers are due the last session.

Provide a statement of your personal code of ethics. Include at least 5 principles in your statement and give an explanation and justification for each of these principles derived from your reading of the pertinent literature, and the discussions in class. Also discuss whether you believe that a person's personal ethical code every clashes with organizational ethics and expectations. Some believe that two sets of standards exist -- one's personal ethics and organizational ethics. Others argue that the same set of ethical standards should apply and work in organizational settings. Thus, do you believe that there are two sets of ethical standards? Is it possible for the same set of ethics used in our personal lives to be applicable to organizations in which we work?

Select the three (3) concepts that you find most useful or interesting that were included in the course. Write a paper describing why you feel the concepts are so important.

### Article Summary Guidelines

The Shafritz and Hyde text contains a variety of articles. Articles will be assigned on the first night of class. The summaries constitute 20 percent of one's final grade.

There are some specific questions one should consider while reading the article and developing a summary.

1. What is the major subject and theme of the article?
2. What is the major question the author addresses?
3. What major points does the author make?
4. What does the author conclude? What suggestions are made?
5. What is the relevance of the article to theory or practice?

[Click here](#) for a sample **Article Summary** (available on the online version of the syllabus)

**James Q. Wilson's book, *Bureaucracy*.**

All students are required to read James Q. Wilson's, ***Bureaucracy***. The book will be discussed later in the semester.

### **Exam**

There is not a formal, written exam in this class.

### **Academic Misconduct Policy**

The University of Montana requires that this statement be placed on all syllabuses:

*All students must practice academic honesty. Academic misconduct is subject to an academic penalty by the course instructor and/or a disciplinary sanction by the University.*

*All students need to be familiar with the Student Conduct Code. The Code is available for review online at:  
<http://www.umt.edu/SA/VPSA/index.cfm/page/1321>*

### **Autumn 2007 Semester Dates**

August 25 (Monday) - Classes Begin  
September 1 (Monday) - Labor Day, Holiday  
November 4 (Tuesday) Election Day  
November 11 (Tuesday) Veterans Day Holiday  
November 26-27-28 (Wednesday-Thursday-Friday) - Thanksgiving Vacation  
December 1-5 (Last week of regular classes)  
December 8-12 (Monday-Friday) - Final Examinations

## **READING ASSIGNMENTS AND CLASS OUTLINE**

**Session 1 Introduction** (No readings assigned -- August 25)

*This is an introductory session; there are no readings assigned*

**Session 2 No Class -- Labor Day Weekend** (September 1)

**Session 3 The Search for the Scope and Purpose of Public Administration** (September 8)

**Stillman:** Chapter 1

"The Study of Administration" by Wilson \_\_\_\_\_

"The Study of Public Administration in the United States" by Stillman \_\_\_\_\_

Case Study: "The Blast in Centralia No. 5" by Martin

**Greene:** Chapters 1 and 2, Introduction to Public Administration and An Overview and History of the Discipline

NOTE: The photo of Max Weber in the text is incorrect. [Click here](#) for a photo of Max Weber (*available on the online version of the syllabus*)

**Shafritz and Hyde:**

"Public Administration and the Separation of Powers" by Rosenbloom \_\_\_\_\_

## **PART ONE: The Pattern of Public Administration in America: Its Environment, Structure, and People**

### **Session 4 The Formal Structure: The Concept of Bureaucracy** (September 15)

**Stillman:** Chapter 2

"Bureaucracy" by Weber \_\_\_\_\_

Case Study: "How Kristin Died" by Lardner

**Greene:** Chapter 3, The Bureaucracy

**Shafritz and Hyde:**

"Street-Level Bureaucracy: The Critical Role of Street-Level Bureaucrats" by Lipsky \_\_\_\_\_

"The Life Cycle of Bureaus" by Downs \_\_\_\_\_

"Organizations of the Future" by Bennis \_\_\_\_\_

### **Session 5 The General Environment: The Concept of Ecology** (September 22)

**Stillman:** Chapter 3

"The Ecology of Public Administration" by Gaus \_\_\_\_\_

Case Study: "Dr. Helene Gayle and the AIDS Epidemic," by Riccucci

**Shafritz and Hyde:**

"Government is Different" by Appleby \_\_\_\_\_

"Scientific Management" by Taylor \_\_\_\_\_

## **The Political Environment: The Concept of Administrative Power**

**Stillman:** Chapter 4

"Power and Administration" by Long \_\_\_\_\_

Case Study: "The Columbia Accident" by Casamayou

**Shafritz and Hyde:**

"Democracy and the Public Service" by Mosher \_\_\_\_\_

"The End of Liberalism: The Indictment" by Lowi \_\_\_\_\_

**Session 6 Intergovernmental Relations: The Concept of IGR as Interdependence, Complexity, and Bargaining**  
(September 29)

**Stillman:** Chapter 5

"American Intergovernmental Relations: An Overview" by O'Toole \_\_\_\_\_

Case Study: "Wichita Confronts Contamination" by Rosegrant

**Shafritz and Hyde:**

"Understanding Intergovernmental Relations" by Wright \_\_\_\_\_

**Article about New Orleans**

Many point to Hurricane Katrina, New Orleans, and the Gulf Coast as a perfect example of weaknesses and failures in federalism and intergovernmental relations. I enjoyed reading the following article about New Orleans and Katrina. *A case study about Hurricane Katrina and New Orleans will likely appear in the next Stillman text. I would be surprised if it did not appear.* This article, from *City Journal*, is an interesting account of New Orleans. It is called "Who is killing New Orleans," by Nicole Gelinas. [Click here](http://www.city-journal.org/html/15_4_new_orleans.html) for a copy of the article in Adobe Acrobat, or click this link to go directly to the article at *City Journal*. [http://www.city-journal.org/html/15\\_4\\_new\\_orleans.html](http://www.city-journal.org/html/15_4_new_orleans.html)

The link to the *Governing* article about Hurricane Katrina and federalism, "The Katrina Breakdown: Coordination and communication problems between levels of government must be addressed before the next disaster strikes," by JONATHAN WALTERS & DONALD KETTL (*Governing*, December 2005) is <http://www.governing.com/archive/2005/dec/disaster.txt>

**Session 7 Internal Dynamics: The Concept of the Informal Group** (October 6)

**Stillman:** Chapter 6

"Hawthorne and the Western Electric Company" by Mayo \_\_\_\_\_

Case Study: "American Ground: Unbuilding the World Trade Center," by Langewieche

**Shafritz and Hyde:**

"Understanding Organizational Culture" by Ott \_\_\_\_\_

**Key Decision-Makers Inside Public Bureaucracy: The Concept of Competing Bureaucratic Subsystems**

**Stillman:** Chapter 7

"Inside Public Bureaucracy" by Stillman \_\_\_\_\_

Case Study: "The Decision to Go to War with Iraq," by Pfiffner

**Greene:** Chapter 4, Organizational Theory and Behavior (*Note this chapter will be used several times*)

**PART TWO: The Multiple Functions of Public Administrators: Their Major Activities, Responsibilities, and Roles.**

**Session 8 Decision-Making: The Concept of Incremental Choice** (October 13)

**Stillman:** Chapter 8

"The Science of Muddling Through" by Lindblom \_\_\_\_\_

Case Study: "The MOVE Disaster" by Nagel

**Executive Management: The Concept of Effective Public Organizations**

Stillman: Chapter 10

"Galloping Elephants: Developing Elements of a Theory of Effective Government Organization" by Rainey and Steinbauer  
\_\_\_\_\_

Case Study: "The Lessons from ValuJet 592" by Langewiesche

**Greene:** Chapter 4, Organizational Theory and Behavior

**Session 9 Public Personnel Motivation: The Concept of the Public Service Culture** (October 20)

**Stillman:** Chapter 11

"The Public Service Culture" by Wise \_\_\_\_\_

Case Study: "Who Brought Bernadine Healy Down?" by Sontag

**Greene:** Chapter 5, Personnel Administration

**Shafritz and Hyde:**

"A Theory of Motivation" by Maslow \_\_\_\_\_

"The Human Side of Enterprise" by McGregor \_\_\_\_\_

"Representative Bureaucracy" by Krislov \_\_\_\_\_

**Session 10 Public Budgeting: The Concept of Budgeting as Political Choice** (October 27)

**Stillman:** Chapter 12

"The Politics of Public Budgets" by Rubin \_\_\_\_\_

Case Study: "Wisconsin's Budget Deficit," by Conant

**Shafritz and Hyde:**

"The Lack of a Budgetary Theory" by Key \_\_\_\_\_

"Public Budgeting Amidst Uncertainty and Instability" by Caiden \_\_\_\_\_

**Greene:** Chapter 6, Public Budgeting

**PART THREE: Enduring and Unresolved Relationships: Central Value Questions, Issues, and Dilemmas of Contemporary Public Administration**

**Session 11 The Relationship Between Politics and Administration: The Concept of Issue Networks** (November 3)

**Stillman:** Chapter 14

"Issue Networks and the Executive Establishment" by Helco \_\_\_\_\_

Case Study: "Reinventing School Lunch: Transforming a Food Policy into a Nutrition Policy" by Sims

**The Relationship Between Bureaucracy and the Public Interest: The Concept of Public Sector Deregulation**

**Stillman:** Chapter 15

"Bureaucracy and the Public Interest" by Wilson \_\_\_\_\_

Case Study: "The Human Genome Project," by Lambright

**Shafritz and Hyde:**

"Public Administration and the Public Interest" by Herring \_\_\_\_\_

**Greene:** Chapter 7, Public Policy

**Session 12 The Relationship Between Ethics and Public Administration: The Concept of Ethical Obligations** (November 10)

**Stillman:** Chapter 16

"Public Administration and Ethics: A Prologue to a Preface" by Waldo \_\_\_\_\_

Case Study: "The Case of the Butterfly Ballot," by Montjoy and Slaton

**ASPA Code of Ethics** (There is a link at the bottom of the syllabus to the most current version of ASPA's Code of Ethics)

**Greene:** Chapter 9 Ethics in Public Administration

**Shafritz and Hyde:**

"Watergate: Implications for Responsible Government" Mosher \_\_\_\_\_

"The Possibility of Administrative Ethics" by Thompson \_\_\_\_\_

An interesting document involving socially responsible investing is found at <http://www.acir.yale.edu/> This is a document produced by an advisory board at Yale about 35 years ago. The document included input from a very famous public administration professor, Charles Lindblom.



## **Session 13 Government Performance** (November 17)

### **Greene: Chapter 8**

**Other online readings:** "Pay for Performance" by A. C. Hyde (from The Public Manager) \_\_\_\_\_  
<http://www.thepublicmanager.org/articles/series02.aspx>

"Privatization and the Market Structuring Role of Local Government" by Mildred Warner and Amir Hefetz \_\_\_\_\_  
<http://government.cce.cornell.edu/doc/reports/nattrends/default.asp> (Read the article in .pdf format on this webpage)

*Governing Magazine's*, "Grading the States," [http://www.pewcenteronthestates.org/report\\_detail.aspx?id=36228](http://www.pewcenteronthestates.org/report_detail.aspx?id=36228) (The whole report is linked to this page, or can be accessed at <http://www.pewcenteronthestates.org/uploadedFiles/Grading-the-States-2008.pdf>) This is assigned to the whole class.

## **Session 14 Discussion of James Q. Wilson's *Bureaucracy*** (November 24)

The class will focus entirely on Wilson's book. The chapters included in Wilson's book are shown below and will be assigned to students on the first night of class. You do NOT have to write or turn in a summary of the chapter that you were assigned. We will go through the book chapter by chapter.

- Chapter 1 Armies, Prisons, and Schools \_\_\_\_\_
- Chapter 2 Organization Matters \_\_\_\_\_
- Chapter 3 Circumstance \_\_\_\_\_
- Chapter 4 Beliefs \_\_\_\_\_
- Chapter 5 Interests \_\_\_\_\_
- Chapter 6 Culture \_\_\_\_\_
- Chapter 7 Constraints \_\_\_\_\_
- Chapter 8 People \_\_\_\_\_
- Chapter 9 Compliance \_\_\_\_\_
- Chapter 10 Turf \_\_\_\_\_
- Chapter 11 Strategies \_\_\_\_\_
- Chapter 12 Innovation \_\_\_\_\_
- Chapter 13 Congress \_\_\_\_\_
- Chapter 14 Presidents \_\_\_\_\_
- Chapter 15 Courts \_\_\_\_\_
- Chapter 16 National Differences \_\_\_\_\_
- Chapter 17 Problems \_\_\_\_\_
- Chapter 18 Rules \_\_\_\_\_
- Chapter 19 Markets \_\_\_\_\_
- Chapter 20 Bureaucracy and the Public Interest \_\_\_\_\_

## **Session 15 Brief discussion of the papers** (December 1; all work is due)

## **Session 16 Papers and all work is returned** (December 8; Exam Week)

More Internet links and samples are available on the online version of the syllabus